

STATE RELIEF ADMINISTRATION

SOCIAL SERVICE DIVISION

A STUDY OF

TRANSIENTS AND STATE HOMELESS

IN CALIFORNIA

SAN FRANCISCO, CALIFORNIA

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TABLE OF CONTENTS

	<u>Page</u>
PREFACE	i
<u>PARTS</u>	
I. <u>TRANSIENTS</u>	1
A. Unattached Employable Transient Men	1
1. Seasonal Character of Labor Problem	2
2. Relief Needed in Winter	3
3. Present Type of Care Extended	3
4. Recommendations to Meet Anticipated Problems	4
B. Unattached Unemployable Transient Men	5
1. Coping with Venereal Problem	6
2. Present Policies	7
3. Anticipated Expenditures	8
C. Employable Transient Families, Unattached Women	9
1. Medical Care	9
2. Plans and Procedures	10
D. Unemployable Transient Families, Unattached Women	11
1. With Legal Residence	11
2. Without Legal Residence	11
E. Transient Boys (Sixteen to Twenty-one Years of Age)	12
1. Adequate Case Work	14
2. Advantages of Community Care	16
II. <u>STATE HOMELESS</u>	17
A. Agriculture in California	17
B. Human Beings Involved	18
C. Available Statistics	19✓
D. Movement of Case Load	20
E. Cases Closed Due to Migrations	21
F. Relief Costs	21
G. Other Agencies Interested	22
H. Unemployables	22
I. State Responsibility	23
III. <u>THE NEXT STEPS</u>	25
A. Program for Transients	26
B. Program for State Homeless	26
C. The Final Word	27

PARTS

IV. PROJECTED PLANS AND COSTS

Page

A. Transients	29
1. Unattached Employable Transient Men	29
2. Unattached Unemployable Transient Men	31
3. Employable Transient Families and Unattached Women	32
4. Unemployable Transient Families and Unattached Women	33
5. Transient Boys	35
6. Medical Care	36
B. State Homeless	38
1. Unattached Men	38
2. Families and Unattached Women	39
3. Medical Care	39
C. Recapitulation	40

PREFACE

It is to be regretted that more comprehensive statistics on the problems discussed in this report are not available and that the time element made more intensive research impossible. However, an attempt has been made in the following pages to present as accurate and as complete a picture of the transient and state homeless problem in California as is necessary to reveal the major issues.

Due to the announced intention of the Federal Government to withdraw from the public relief field, some consideration should be given to those groups of individuals who fall between established lines of relief. Pertinent to this discussion, welfare classifications on the basis of present California laws are as follows:

County Resident: One who has lived three years in the State of California and one year in the county of residence, without public or private relief. This group is eligible for county welfare relief and medical care.

County Non-Resident: One who has lived three years in the state, less than one year in the county in which he now resides, but has a county residence elsewhere in California. This group is returnable by the county welfare department in the county in which he lives to the county in which he has residence, where he is eligible for county welfare relief and medical care.

State Homeless: One who has lived one or more years in the State of California but has no county residence. This group is ineligible for county welfare relief and medical care.

Transient With Legal Residence: One who has lived in the State of California less than twelve consecutive months but has a legal residence in another state. This group is ineligible for county or state relief and medical care in California but may be returned to the state in which they have legal residence, where they are eligible for local relief and medical care.

Transient Without Legal Residence: One who has lived in the State of California less than twelve consecutive months and has no legal residence in any other state. This group is ineligible for county welfare relief and medical care in all states.

Due to the archaic vestiges still remaining of outmoded poor laws, residence requirements and the theory of local community responsibility, the three groups last named are ineligible for local public welfare relief. Until such a time as those restrictions are removed and a coordinated state and federal welfare system established, these three groups will continue to present a difficult social problem.

TRANSIENTS

Due to the inability of local relief agencies to handle the ever-mounting transient problem, a Federal Transient Service was inaugurated in California and other states, under the auspices of the Federal Government in August, 1933. On September 1st of that year, a one-day census was made in California in order to determine, if possible, the magnitude of the problem presented. At that time it was found that there were 61,533 individual transients in California. With this beginning, the Transient Service rapidly expanded, until it soon had established shelters, camps and other places for care throughout the State of California for transient families and men. The program grew with such rapidity that soon large numbers of persons appeared on the rolls.

Due to the inauguration of the Works Progress Administration in the summer and fall of 1935 and the feeling that a continuation of the transient program would interfere with the assumption by local relief agencies of their primary responsibilities, the Federal Government announced its withdrawal from the relief program, effective November 1, 1935, and requested that the California Transient Service be completely liquidated as of that date. In order to accomplish this in an orderly way, the Transient Service was incorporated with the Social Service Division of the Emergency Relief Administration on September 1, 1935, and from that date, every effort has been made to make other plans for the persons under care and to liquidate the property and assets of the Transient Service.

On September 6th, a telegram was received from Mr. Aubrey Williams, of the F.E.R.A., providing that -- "After midnight, September 20, no more persons shall be accepted for service and relief from special transient funds". On the date specified, all transient intake centers in California were closed and arrangements were made, whereby emergency intake for families, women, boys and unemployable men would be handled through some local offices of the State Emergency Relief Administration.

On October 4th, a circular letter was received from Mr. Harry L. Hopkins providing that -- "You are authorized to extend relief to transients through your local relief offices, utilizing the general relief grant for this purpose". This change in policy, was carefully outlined in State Relief Administration, Social Service Division, Bulletin #52, October 17, 1935, which is as follows:

- "1. State Emergency Relief Administration Intake Offices will receive applications for relief from all transients,

employables and unemployables. The expense of administration and relief, including transportation, will be borne by General Relief funds.

2. Every effort must be made to return interstate transients to their communities of legal residence under the following specifications:

- (a) Those accepted for care before September 20th, whether or not certified to Works Progress Administration, and having legal residence in another state.
- (b) Those accepted for care after September 20th, because they are only eligible to the Works Progress Administration in the state where they have legal residence.
- (c) Unemployable transients accepted for care after or before September 20th.

3. Relief to be paid for out of General Relief funds will be given as follows on a case work basis to interstate transients accepted after September 20th for whom residence cannot be verified:

- (a) Families, women and boys (16 to 21 years, inclusive) will be the responsibility of the State Emergency Relief Administration.
- (b) Unemployable, unattached men may be given relief in camps.

4. For employable unattached men applying for care after September 20th, little relief can be given until further instructions are received from the Federal Government, and because of the need for agricultural workers in the crop areas. On a strict case-work basis, and in proper instances only, relief may be given in camps to a small number of unattached men.

5. Transients on relief before September 20th will continue to be cared for by ear-marked transient funds until they are absorbed by the Work Program or Federal Relief Grants to the states are discontinued. Exceptions to this rule will be only for those for whom some other plan can be worked out.

6. For statistical and accounting purposes, it will be necessary to designate by carefully marking with the letters F.T. all case records and authorizations for relief which are to be paid from ear-marked funds; and by marking case records and authorizations for relief of interstate transients who are to be cared for from General Relief funds by the letters G.T."

STATE HOMELESS

Realizing that state homeless, as well as transients, are ineligible in counties for local relief, an attempt has been made to prepare a program for their adequate care. Originally they received relief through County Welfare departments which in turn were aided by grants from the Reconstruction Finance Corporation, and later by grants from the Civil Works Administration for work relief. With the assumption by the S.E.R.A. on November 1, 1935, of all unemployment relief, state homeless individuals were incorporated in the general case load. No attempt was made to differentiate between state homeless and county residents inasmuch as the S.E.R.A. residence rules required only one year's physical presence in the State in order to be eligible for relief. For state homeless employable unattached men special work camps were organized and administered by the California Transient Service, although the cost of camp maintenance was borne by the S.E.R.A. from general relief funds.

Unemployable state homeless, representing a problem of both relief and medical care, are ineligible to care from county welfare departments due to the provisions of the State Welfare Act and, due to a recent decision of the Attorney General of California, are ineligible to receive relief from funds derived from State Unemployment Relief Bonds. Because of the impossibility of caring for this group as a local community problem, some adequate provision for their care must be made on a state-wide basis.

PART I
T R A N S I E N T S

Intake and Case Loads

The problems presented at intake and in the current case loads of transients may be briefly stated as follows, and will be discussed in the order named:

A. UNATTACHED EMPLOYABLE TRANSIENT MEN

1. With legal residence.
2. Without legal residence.

B. UNATTACHED UNEMPLOYABLE TRANSIENT MEN

1. With legal residence.
2. Without legal residence.

C. EMPLOYABLE TRANSIENT FAMILIES, UNATTACHED WOMEN

1. With legal residence.
2. Without legal residence.

D. UNEMPLOYABLE TRANSIENT FAMILIES, UNATTACHED WOMEN

1. With legal residence.
2. Without legal residence.

E. TRANSIENT BOYS (SIXTEEN TO TWENTY-ONE YEARS OF AGE)

1. With legal residence.
2. Without legal residence.

A. UNATTACHED EMPLOYABLE TRANSIENT MEN

At the present time, the unattached employable transient man does not present a serious problem, due to the availability of agricultural work throughout the state; however, with the rapid approach of winter and the cessation of agricultural activities, the unattached employable transient man will begin to seek the city in search of relief and, by so doing, will present a real problem and one that should be carefully considered.

From the social service point of view, the problem is most complex, due to three factors: First, to the great fluctuation in numbers, decreasing rapidly in the summer and increasing proportionately in winter; second, the impossibility of verifying legal residence for a large group of them; and third, the impracticability of attempting to return any considerable number of them to their legal residence in order that they may be eligible for W.P.A. work.

The following table is illustrative of the problem presented by unattached transient men in California:

<u>Month and Year</u>	<u>Total Monthly Intake</u>	<u>Total Population Under Care as of the 15th of each Month</u>
October 1934	28,083	10,036
November 1934	29,502	11,591
December 1934	23,691	13,252
January 1935	24,373	13,732
February 1935	22,696	14,445
March 1935	29,187	13,013
April 1935	31,260	11,670
May 1935	19,316	8,891
June 1935	16,690	7,374
July 1935	18,953	8,115
August 1935	13,656	7,927
September 1935	2,500	4,528
October 1935 (estimated)	225	2,138
TOTALS	260,132	126,712

Seasonal Character of Labor Problem

As previously indicated, the transient problem in California is, to a large degree, seasonal in character. This is due to the essential character of the California labor market. In California, 56.5 per cent of the population depends on agriculture and farm labor, neither owning nor operating farms, the highest percentage in the nation, rendering it particularly susceptible to any fluctuation in farm income. For the last twenty years, a large portion of the labor used to harvest the agricultural produce of California has been recruited from transient ranks. While this normally added somewhat to the local relief burden, due to the seasonal fluctuations in employment, the general prosperity of California agriculture made it possible to pay sufficiently high wages during the portion of a year in which a man worked to carry him for the remainder of the year. In 1929, the gross income from agriculture in California was seven hundred and thirty-two millions of dollars.

A farm laborer, beginning in the Imperial Valley in the late winter could work northward during the spring and summer, ending his work in northern California or Oregon in the fall and secure winter employment in the canneries or other seasonal industrial plants for a portion of the winter. The normal wage varied from three to eight dollars per day, depending upon the skill of the worker and the particular crop or factory in which he was working, and the wages so earned were large enough to take care of him during the entire year.

By 1932, the gross income from agriculture in California had shrunk to three hundred and eighty-seven million dollars, bringing in turn a proportionate shrinkage in the wages paid to agricultural labor. This has

reduced the average daily wage of agricultural workers from three to eight dollars in 1929 to fifty cents to four dollars in 1935, making it impossible to tide them over the period of unemployment. During the summer months this has meant that the majority of the transient unattached men could earn more than enough for their own support and as a result it was possible not only to close intake to able-bodied men but to reduce the case load by sending them, through the National Re-Employment Office, to the agricultural districts where jobs awaited them. The principal problem has been one of supplying a sufficient number of workers rather than one of insufficient relief.

Relief Needed in Winter

Due to the rapid decline of the seasonal labor market, an increasingly large number of workers will find it necessary to apply for relief during the coming winter months. It has been variously estimated that between seven and ten thousand men employed during the summer and autumn months in the agricultural districts of California will return to the relief rolls with the close of the agricultural season. The majority of these men will undoubtedly be eligible for work under the Works Progress Administration inasmuch as they will have received some relief prior to September 20, 1935. The remainder must be cared for under the general order of October 4, 1935, which provides that transients may be accepted for care after that date, using general relief funds for their support. Every attempt should be made to return those not eligible for W.P.A. work in California to their legal residence in order that they may be eligible for W.P.A. work therein. Such measures will prevent an increase in petty crime and panhandling which might otherwise accompany such a large release of employable men.

Constant Influx

During the two months ending August 15, more than 15,000 transients entered California by motor vehicles alone, the majority of these being readily absorbed in the agricultural districts as farm laborers. This constant influx has continued intermittently for a long period of years and has been particularly aggravated the last three years by the drouth, flood and financial difficulties which have forced large numbers of mid-western and southwestern farmers to migrate to other states. In many cases, these migrations have been condoned and even invited by California organizations representing Chambers of Commerce, farm groups, owner-growers associations and other bodies. A very distinct responsibility exists for their care as the close of the agricultural season makes it impossible for them to continue to earn an existence.

Present Type of Care Extended

At the present time such men as are unable to secure employment are adequately cared for in a series of camps maintained and operated by the Transient Service, where they work on projects sponsored through the

Emergency Relief Administration by the National Forestry Service, the State Forestry Service, and county and city governments. The work accomplished is not only worthwhile, but in many instances absolutely necessary for the preservation of forests and water-sheds.

Some criticism has arisen regarding this policy, but it is felt that it is far better to give a man work for which he receives not only full maintenance in the form of food, shelter and clothing, but an actual cash allowance ranging from four to thirteen dollars a month, depending on the type of work done, than to continue his care on a cash relief basis in the slum section of the metropolitan areas where possibilities for work are negligible and where constant idleness undermines the physical health of the recipient.

Medical Care

In addition to food, shelter, clothing and a small cash allowance, medical care is provided for all employable transient men in camps. A full-time trained First Aid man is stationed in each camp, and the program further provides for the regular attendance of a practicing physician in each camp at least once every ten days for the treatment of any illnesses which may have arisen and for a survey of the camp from a public health point of view.

In addition to this, the physicians are constantly on call for emergency cases and should they be unable to attend an emergency, local S.R.A. panel physicians may be called.

Recommendations to Meet Anticipated Problems

It is recommended that camp care be continued for the employable unattached man who will soon be forced out of work by the very nature of the industry in which he is engaged. Applicants should be received on the following basis:

1. With Legal Residence.

A distinction must be made between re-applicants and new applicants for aid. A re-applicant is one who was on relief in California prior to September 20, 1935, and, therefore, eligible for certification to W.P.A. The new applicant is one who received no relief in California prior to September 20, 1935, and consequently, is ineligible for certification to W.P.A. in California.

The former group will be retained in camps until absorbed by the W.P.A. program, and the latter group will be given every opportunity and incentive to return to their legal

residence in order that they may be eligible there for W.P.A. work. Refusal to return should be reviewed by a Difficult Case Committee, and appropriate action taken.

2. Without Legal Residence.

Those not having legal residence should be accepted for care and placed in camps. The majority of these men will probably be eligible for W.P.A. work in California, and will be continued on direct relief until absorbed in the W.P.A. program. Those not eligible for W.P.A. will be continued on direct relief in camps until such a time as they are able to obtain work in private industry, or until a change in rules concerning W.P.A. certification makes them eligible for W.P.A. work.

Length of Camp Care

In the past it has been found that the average length of time spent by any man in camp was two months and twenty-eight days. For those not eligible for W.P.A. work this average should not be exceeded during the coming winter inasmuch as the men will again be able to find suitable employment with the opening of the seasonal labor market in the spring.

With a total anticipated case load of between seven and ten thousand men for an average period of not more than three months, the expense of care and administration should average between 47 cents and 55 cents per day per man, depending upon the population capacity of the camp.

Cost of Care

From all statistics available to date, it is shown that the largest percentage of unattached men apply for aid when the demand for seasonal labor disappears and that they leave the camps as soon as the seasonal labor market opens in the spring. Using past experience as a guide, it may safely be said that the peak of the relief problem for unattached men in California will be in December, January and February, and that a total quarterly expenditure of \$346,500.00 would be necessary for their adequate care. However, this cost will undoubtedly be reduced by more than fifty per cent due to the placement of eligible men on W.P.A. projects.

B. UNATTACHED UNEMPLOYABLE TRANSIENT MEN

The second group, unattached unemployable transient men, presents a still more serious problem. The following table shows the extent of communicable diseases among transient men:

New Communicable Diseases Among Transient Men in Camps

By 4 week Periods Beginning Feb. 8, 1935	Conjunctivitis	Erysipelas	Gonorrhea	Impetigo	Influenza	Malaria	Pediculosis	Pneumonia	Scabies	Syphilis	Tuberculosis	Miscellaneous
Feb. 8 - Mar. 7	33	384		15	3		3		136	25	6	
Mar. 8 - Apr. 4	6	522		33	4	30	12	74	177	21	26	
Apr. 5 - May 2	6	2	300	30	4	78	7	50	95	10	7	
May 3 - May 30	1	1	305	17	4	56	5	43	112	9	8	
May 31 - June 27	3	1	212	6	4	3	57	1	30	82	14	10
June 28 - July 25			265	19	6	2	31	3	27	67	11	24
July 26 - Aug. 22	2	1	309	23	7	4	32		14	96	17	10
Aug. 23 - Sept. 19			126	10	2	1	17	1	7	41	9	1
Sept. 20 - Oct. 17			74	7	4		5		9	25	5	78
TOTALS	18	38	2597	65	118	25	306	32	254	831	121	170

The comparatively small percentage of those suffering from destructive public health problems, such as tuberculosis or malaria seems to indicate that the problem presented by such communicable diseases in the transient men population has been adequately treated through public and private remedial and preventive measures. A brief glance at the foregoing table will indicate that these diseases, because of the adequate preventive work done, are relatively few in number and do not present a problem at the present time. The social diseases, however, because of the large number of men infected, present a different situation, both in scope and mode of treatment.

Coping with Venereal Problem

Of the 4,475 men infected with communicable diseases in the 9-month period ending October 17, 1935, 74.4 per cent, or 3,346 men, have venereal diseases. This means that almost 5 per cent of all transient men under

care in the State of California are venereally infected and in an active infectious stage. While several of the larger metropolitan centers support public venereal clinics, it was determined early in the history of the Transient Service to utilize those to the smallest possible degree, because it necessitated the domiciling of infected men in urban districts, where they would be free to roam about for a minimum of twelve hours per day. Believing that good medical treatment included the prevention of the infection to others, the infected men were segregated into two camps--one for the southern part of the state, located in Camp Kearney near San Diego; and one for the northern part of the state, now located in Camp Recovery near San Jose. Because of the success achieved during the last several months in the treatment of venereals in camps, this program will be continued in the future.

Cost of Maintenance and Medical Care

Due to the active cooperation of public health agencies throughout the state, whereby the Transient Service has been relieved of the cost of laboratory examinations and other items of great expense, the cost of medical care for all unemployable transient men has been surprisingly low.

During the month of August, 1935, the average cost of medical attention per man per day was but 5.2 cents, and for the month of September, 1935, but 6.55 cents. This, of course, is in addition to the cost of maintenance and does not include the cost of laboratory services and other special services given free of charge by public health agencies.

Of the 475 unemployable men under care at the present time, 166 are suffering from venereal diseases, 55 from cardiac trouble, 15 from tuberculosis, 12 from arthritis, 30 from hernia, and 85 from other diseases. The remainder of the unemployable men are suffering from old age and senility. A considerable number of these men are only temporarily unemployable and can soon be returned to regular work camps, at which time they will be eligible for W.P.A.

Present Policies

Unattached unemployable transient men, for purposes of case work, are divided into two classifications; those with legal residence and those without legal residence:

Unemployable Cases

Unemployables claiming legal settlement	229
Unemployables without legal settlement	246
Total unemployables	475

1. With Legal Residence.

Since September 1, 1935, when the Transient Service was incorporated with the Social Service Division, every effort has been made to return to their legal residence all unemployables for whom it has been possible to verify residence and secure permission to return. For the month ending October 24, 1935, 31 unemployable transient men had been returned to their legal residence. Others will be returned as rapidly as their legal residence may be verified and their physical condition permits.

In accord with the present intake policy, all unemployable transient men are accepted for care and an immediate attempt is made to verify residence and return them to their legal settlement. Immediate action in this regard will forestall the loss of residence, which has been one of the principle difficulties encountered so far in attempting to liquidate the present case load in accord with the best principles of case work. Heretofore, very little attention was given to the verification of residence and men who were originally returnable at the time of first application have now lost residence and must remain a California problem.

2. Without Legal Residence.

The majority of unemployable unattached men now under care belong to the group without legal residence. Inasmuch as they are transients, and consequently ineligible for care from local welfare agencies, the transient service has established camps for their care. This policy will be continued as long as Federal funds are available for the purpose, but careful consideration should be given to the problem presented by those men in the event of the withdrawal of these grants, due to the fact that, in accordance with a recent decision of the Attorney General of California, funds from the Unemployment Relief Bond Issue of the State may not be used for the care of unemployables.

Anticipated Expenditures.

With an anticipated unattached unemployable man population of not more than 700 at any one time, the costs of maintenance will be relatively low. To the general costs of 46 cents per day per man, must be added the additional medical costs of 4.6 cents per day per man, or a total of 50.6 cents per day per man. This will mean a total expenditure of not more than \$354.20 per day, or \$10,626.00 per month.

In addition to the general cost of maintenance and medical attention the costs of returning unemployables to their legal residence must be taken into consideration. Due to the impossibility of determining in advance the relative number to be returned each month, it is difficult to make any fair estimate of the total monthly costs involved. However,

should the program be as successful in the future as it has been in the last month it would mean an average return of 31 men per month to their legal residence at an approximate cost of \$12.53 per man, which includes transportation, food and medical attention for those in need of it.

C. EMPLOYABLE TRANSIENT FAMILIES, UNATTACHED WOMEN

This group, employable families and unattached women, present the most easily solved of all transient problems; first, because of their relatively small numbers, and, second, because of the well formulated policies already in effect to care for them.

The number of families and unattached women under care as of the 15th of each month, is as follows:

<u>Month and Year</u>	<u>Unattached Women</u>	<u>Families</u>
October 1934	632	4,061
November 1934	698	4,660
December 1934	728	5,255
January 1935	737	5,928
February 1935	798	6,652
March 1935	777	7,028
April 1935	797	7,075
May 1935	826	6,933
June 1935	792	6,494
July 1935	766	6,201
August 1935	812	6,324
September 1935	378	4,067
October 1935	<u>329</u>	<u>2,927</u>
TOTALS	9,070	73,605

This noticeable decrease in the months of September and October, 1935, is due to the policies inaugurated on September 1, following the incorporation of the Transient Service in the Social Service Division. Every effort has been made to return to their legal residence all persons for whom residence could be verified. A strong intake policy of granting aid only on the basis of a complete first interview has made it possible to drastically curtail the number of cases accepted for care, and the careful verification of residence has made it possible to return a large number to their homes. In addition to this, it has been found possible to place a large number in private industry due to the demand for seasonal agricultural labor and to the collective, although slight, improvement in general business conditions.

Medical Care

Medical care for transient families and unattached women is provided through the regular S.R.A. panel service. Non-emergency medical treatments have been administered by physicians on the panel, either in

the home of the client or in the physician's offices. Acute emergencies, requiring hospitalization, have been met, for the most part, by the county hospitals, although, in some instances, private hospital units have been utilized. Chronic conditions have been cared for in various rest homes, the expenses involved being considered as a normal part of the relief required.

The total cost and per capita cost of medical care for transient families and unattached women for a period of three months, namely, July, August, and September of 1935, is shown in the following table:

COST OF MEDICAL CARE

<u>Month and Year</u>		<u>Total Cost</u>	<u>Total Number of Individuals</u>	<u>Capita Cost</u>
July	1935	\$5,543.88	21,605	\$0.2566
August	1935	4,942.47	22,138	0.2233
September	1935	2,884.25	14,959	0.1941

In general, the cost of institutional care in rest homes and for hospitalization has varied from \$20.00 to \$47.50 per month, the general average approximating \$32.30.

In the past, it has been found that approximately 9 per cent of the total transient case load of families and unattached women are unemployable from a medical point of view. Adequate medical attention, given in time, has made it possible to reduce the number of temporary unemployable persons to a minimum.

Of the 2,927 families now on relief, 504 are unemployable, and of the 329 unattached women now on relief, 137 are unemployable. Of the latter group, a large number are unemployable due to physical infirmities rather than chronic diseases or illness. The majority of these do not require medical attention.

Plans and Procedures

The remaining 2,423 employable families and 192 employable unattached women naturally fall into two groups from the point of view of case work:

1. With Legal Residence.

All transients receiving aid prior to September 20, 1935, may be certified to W.P.A. This does not mean, however, that there is any slackening in the effort to return them to their place of legal settlement, where permission to return is granted.

Those who have received relief in California for the first time subsequent to September 20, 1935, will be returned to

their legal residence as rapidly as permission to return is granted.

2. Without Legal Residence.

All transients without legal residence are certified for W.P.A. provided that they were registered for relief on or before September 20, 1935.

Those accepted for care after September 20 must be cared for on direct relief through the State Relief Administration from general relief funds.

D. UNEMPLOYABLE TRANSIENT FAMILIES, UNATTACHED WOMEN

The fourth group, unemployable transient families and unattached women, presents a problem that has only been recently recognized by the Transient Service. Prior to September 1, 1935, few attempts were made to differentiate between employables and unemployables due to the absence of a works program which necessitated such a differentiation.

On September 1, 1935, an attempt was made to differentiate between the unemployable part of the case load and the employable part. This count has of necessity been slow but the completed figures show that 504 of the total family case load and 137 of the total unattached women case load, a grand total of 641, are unemployable. At the present time these groups are being cared for by the Transient Service on direct cash relief but every effort is being made to further segregate them and to liquidate the problem by means of good case work. This has resulted in dividing the case load into two groups:

1. With Legal Residence.

By a careful survey it has been found that 234 of the 504 families and 55 of the 137 unattached women claim legal residence.

In every case letters and telegrams have been sent attempting to verify this residence, and for those whose return has been authorized, plans have been prepared for the payment of their transportation to their legal residence. This effort will be continued and it is hoped that another few weeks will see the return of all of the unemployable transient families and unattached women to their legal residence where such return is desirable.

2. Without Legal Residence.

After the foregoing procedure is effected there will remain a residue of 270 unemployable families and 82 unemployable unattached women without legal residence.

Due to the provisions of the California Welfare Act it will be impossible for local welfare organizations to assume responsibility for the care of the above group, and it is likewise impossible for the California Relief Administration to use funds obtained from the Unemployment Relief Bond issue for their care.

When Federal funds are withdrawn, careful consideration will have to be given to the small remaining group of unemployable transients without legal residence for whom no adequate care will be possible under present alignments.

Cost of Care

On the basis of relief costs during the month of August, the care for the 270 unemployable families and 82 unemployable unattached women without legal residence, would be as follows:

AVERAGE COST OF CARE

<u>Cost of Care for Average Family</u>	<u>1 Week</u>	<u>4 Weeks</u>
Relief Cost	\$10.50	\$42.00
Administrative Cost	2.22	8.88
TOTAL	\$12.72	\$50.88
<u>Cost of Care for Unattached Women</u>		
Relief Cost	\$4.26	\$17.04
Administrative Cost	.74	2.96
TOTAL	\$5.00	\$20.00

The total monthly case cost of 270 average families on the above basis would be approximately \$13,737.60; and the total monthly case cost of 82 unattached women would be \$1,640.00, or a grand total of \$15,377.60 for the care of all unemployable transient families and unattached women now on relief in California.

E. TRANSIENT BOYS (SIXTEEN TO TWENTY-ONE YEARS OF AGE)

The fifth group, transient boys between 16 and 21 years of age, presents still another difficult problem. The majority of them migrate because they are motivated by the desire for adventure or the opportunity to see the world and should by no means be placed in the same class as the average transient man who is wandering merely because he has no fixed place of residence and nothing to hold him in any one locality.

For the most part transient boys come from middle class families not now on relief. However, due to the lack of an opportunity to find work at home, the denial of advanced educational opportunities due to lack of funds, the present social unrest and the feeling in a large number of cases that their absence will relieve what economic pressure does exist at home has caused thousands of boys to seek opportunities in far away places.

For the best interests of the individuals involved, both the boys and their families, and for the protection of society in general, the only possible solution to their problem is the return of the boy, when possible, to his parents. In the absence of that possibility every attempt should be made to continue the boy's education when necessary and proper, or to find him employment through the Work's Progress Administration or in private industry.

Extent of Problem

The following table will give some indication as to the extent of the transient boys' problem in California.

Average Monthly Population of Transient Boys Under Care
September 1934 to October 1935

<u>Month</u>	<u>Population</u> (as of the 15th of each month)
September 1934	1,137
October 1934	1,319
November 1934	1,280
December 1934	1,235
January 1935	1,228
February 1935	1,180
March 1935	1,116
April 1935	945
May 1935	600
June 1935	628
July 1935	677
August 1935	646
September 1935	597
October 1935	227

In the period ending September 1, 1935, transient boys had been treated on an institutional group basis which made adequate case work from the individual point of view and that of the community less effective. This solution has proven particularly unsuccessful as the following table will indicate:

Reasons for Closing Cases of Transient Boys

Month and Year	Total Closed	Left Without Notice	Returned to Legal Residence	Obtained Employment	Transferred to General Relief (Non-Transients)
September 1934	882	73.7	23.5	2.8	--
October 1934	1,181	82.3	16.7	1.0	--
November 1934	1,185	89.2	8.8	0.8	1.2
December 1934	1,183	74.3	20.3	5.4	--
January 1935	973	77.8	17.1	4.3	0.8
February 1935	770	83.0	13.9	2.7	0.4
March 1935	1,086	76.5	18.9	3.5	1.1
April 1935	1,353	80.3	16.3	2.9	0.4
May 1935	879	77.6	17.7	3.2	1.5
June 1935	705	79.6	14.6	5.4	0.4
July 1935	919	83.3	12.8	3.5	0.4
August 1935	888	70.9	17.4	9.8	1.7
September 1935	719	14.5	62.6	15.4	7.5

Adequate Case Work

It will be noted from the previous table that a very decided change occurred in the treatment of transient boys in California in September, 1935. This was due to the introduction of careful case work and individualized treatment for each boy rather than group treatment in concentration camps.

The average of boys leaving camp without notice dropped from, roughly, 75 per cent for the year ending August, 1935, to 14 per cent for the month of September, 1935; and the number of boys returned to their legal residence increased from approximately 17 per cent in the year ending August, 1935, to 62 per cent for the month of September, 1935.

At the same time it should be noted that boys placed in employment increased from approximately 4 per cent for the year ending August, 1935, to 15 per cent for the month of September, 1935; and the number of boys found to be California residents and transferred to the general relief rolls increased from approximately 1 per cent for the year ending August, 1935, to 7.5 per cent for the month of September, 1935.

This very constructive change, brought about by the introduction of properly directed case work, has made it possible to almost entirely liquidate the transient boys problem in California.

At the present time (October 15, 1935) the transient boys' case load in California has been reduced to 272 boys, approximately one-half of whom have legal residence in other states.

Problems and Program

It is now the policy of the Transient Service to return all boys to their legal residence when that residence can be verified and permission to return obtained. Where this is impossible and the boy is not eligible to C.C.C. or cannot secure employment locally, he probably will be cared for as a semi-permanent California problem.

If it is to the best interest of the boy that he be allowed to remain at his present location, even though he has a legal residence and authorization has been given for his return, he is certified to the W.P.A. or other plans are made for him in the community.

For the purpose of continued case work these boys are divided into two classes, - those with legal residence and those without legal residence.

1. With Legal Residence.

Boys having legal residence will be returned to their homes. Should permission not be obtained the boy may be certified for W.P.A. work in California provided that he received relief prior to September 20, 1935, or other desirable arrangements may be made for him in the community.

2. Without Legal Residence.

All transient boys who were receiving relief prior to September 20, 1935, are eligible for W.P.A. certification and may be absorbed in that program. Those who have been accepted for care subsequent to September 20, 1935, will be retained on direct relief until such a time as they may secure work in private industry or until other arrangements may be made for their continued care.

Tentative Plans

Two plans are at present being considered in order to determine the most economical and, at the same time, the most advantageous type of care for boys.

PLAN A. This plan calls for the continuation of the present institutional type of treatment through the retention of one centrally located camp for the care of all boys in California. This camp would be adequately staffed with case workers, and educational and vocational personnel, and a medical administration suitable to meet the needs of the group.

PLAN B. Institutional care in camps to be discontinued. Community care through local private boys' agencies to be substituted on a case work basis. A per diem cost will

be paid to the agency for the care of each boy. Intake to be manned with excellent case workers in order that the best possible solution to the boys problem may be ultimately achieved. If this plan were to be adopted, it should be understood that if and when an influx of transient boys warrants a suitable and convenient camp, that such a unit would be established for the care of these boys.

Advantages of Community Care

It is recommended that Plan B be adopted should the number of boys under care be reduced to a group sufficiently small to make such a plan feasible. Due to the relatively few local boys' agencies available, it could not be advantageously used unless the number of boys under care were reduced to approximately 150. The average cost per day for care in local agencies should not exceed .60 cents, or \$90.00 per day for a maximum case load of 150 boys. This would mean a minimum cost of \$2,700.00 per month for care alone as against a minimum operating budget of \$3,650.00 per month for an adequate boys' camp. On this basis, it would not only be more economical, should the number of boys under care not exceed 150, but also better social planning to care for them on a community basis rather than in a camp.

Other Suggestions

In attempting to solve the problem of the non-returnable boy for whom no profitable employment is at present possible, some cognizance should be taken of the orphans and others who have no home to which they might be returned. It is suggested that an attempt be made to secure a modification of the eligibility rules governing the C.C.C. in the hope that some of these boys, although they have no dependents on relief, might be absorbed in that program. This would open an avenue of placement not now available, and at the same time would serve the best interests of the boys concerned.

Medical Care For Transient Boys

In general unemployable transient boys, both with and without legal residence, will be cared for in the same way as the employable transient boys. However, adequate care for unemployables necessitates proper medical attention. For this reason some working agreement should be made with county medical authorities whereby they would agree to accept emergency cases in county hospitals in return for financial reimbursement from the Transient Service if necessary. Such a plan would be necessary inasmuch as the Transient Service centralizes its activities for transient boys in one county in California.

Medical care for employable boys will be provided by the State Relief Administration through the regular panel physicians and facilities. Emergency hospitalization should be provided on the same basis as for unemployable boys.

PART II

S T A T E H O M E L E S S

MIGRATORY WORKERS

The problems of the state homeless, similar in character to the transients', are closely associated with those of the migratory workers. This is due to the fact that the nature of the work in which the migratory workers engage makes it impossible for them to retain a permanent domicile. They represent, however, a capable and independent group of persons honestly endeavoring to refrain from applying for relief.

At the present time it is estimated by Dr. Paul S. Taylor, Regional Labor Advisor to the Resettlement Administration, that the number of men, women and children who migrated some time during the year to work in the crops of California, is between 150,000 and 200,000. In 1927, the State Department of Education enumerated 37,000 migratory children alone. These two figures give some idea of the problem presented by the state homeless, the majority of whom are migratory agricultural workers. The minority group consist of migratory industrial workers who move from one industrial center to another in search of employment.

As has been previously stated, 56.5 per cent of all laborers in California are engaged in agricultural work. For fully four and, in many cases, six months of the year, there is no employment available for this immense group of men and women. Prior to 1929, the majority of these laborers were sufficiently well paid during the months of employment to allow them to set aside a small surplus, out of which they managed to exist during the periods of unemployment. However, due to the very sharp decrease in the value of agricultural commodities since that time, the shrinkage in wages has been so great that it is no longer possible for the worker to accumulate a surplus during his months of employment to carry him through the months of idleness.

Agriculture in California

In contemplating this problem, it is best to realize the fundamental situation in which California finds herself in relation to her third largest industry, agriculture. At the close of the nineteenth century, California was interested primarily in extensive agriculture and ranching, neither of which required large amounts of hand labor in order to be successfully maintained. However, shortly before the turn of the century, the introduction of citrus fruits, grapes, vegetables, melons and cotton made it necessary to revamp the agricultural picture

in California by substituting intensive for extensive methods. By 1929, the intensive crops represented four-fifths of the total agricultural production of California. This is the basic reason not only for the agricultural labor problem which exists in California but for certain aspects of the relief problem as well.

In discussing agriculture and relief, it is not only necessary to realize the change which has occurred from extensive to intensive farming within the last forty years, but also to realize that agriculture in California is primarily large scale. California, at the present time, has 30 per cent of all the large scale cotton farms in the country, although at least five states outrank her in cotton production, 41 per cent of all the large scale dairy farms in the country, although in this branch, as well, she is outranked in production by other states, 53 per cent of the large scale poultry farms, 60 per cent of the large scale truck farms and 60 per cent of the large scale fruit farms in the entire United States.

The above, taken together with the intensification of crops, means that agriculture in California cannot be classed with farming, but must be classed with industry, i.e., it is highly capitalized and requires a large non-owning labor class to supply its labor needs. Due to this, and to the fact that it is seasonal in character, California agriculture presents a relief problem unique in the history of the United States. It is economically impossible at the present time to pay agricultural workers sufficiently high wages to make it possible for them to accumulate the surplus necessary to tide them over the periods of unemployment.

Human Beings Involved

The human beings involved form proportionately the largest rural wage earning class in the United States. Of those engaged in California agriculture, owners, part owners, tenants, managers and laborers, one-half are paid laborers, while in the United States generally this ratio is only one to four.

In attempting to secure some factual basis upon which to work, the Transient Service made a one-day census on September 1, 1933, to determine the number of state homeless individuals on relief. At that time it was found that 55,964 were receiving public assistance. These people were being cared for through the county unemployment relief offices which, in turn, were subsidized first, by the Reconstruction Finance Corporation and, later, by the works program of the Civil Works Administration. At the close of the Civil Works program the majority of the counties continued giving aid, anticipating the repayment of disbursed funds from the Federal Relief Administration.

On November 1, 1934, the State Emergency Relief Administration took over all unemployment relief, both work and direct. With the absorption of all unemployment relief into the S.E.R.A., it was no longer necessary to differentiate between state homeless and county residents.

The only requirement of the Emergency Relief Administration, as far as residence is concerned, is one year's physical presence in the State of California.

Due to the contemplated change in relief administration in the State of California and the incorporation of the present Emergency Relief Administration into the various county welfare departments, some definite plan should be worked out whereby adequate care will be provided for the large number of state homeless now receiving relief in California. However, plans other than for relief must be worked out by Federal and State governments, as well as by agriculture itself before any real solution to the problem can be achieved.

Available Statistics

The best available figures on the relief problem are as follows:

State Homeless Receiving Relief October 15, 1935

Men in State Labor Camps	2,319
Families, Women and Men not in camps	11,379
Total Number of Cases	13,698

The figure for state homeless, other than those in State Labor Camps, was arrived at by making a careful study of 97,000 cases, determining thereby that 5.59 per cent were ineligible for county residence. Using this percentage as a basis in analyzing the entire state relief load of 203,469 cases, there was determined the approximate figure of 11,379, as the number of state homeless cases receiving aid at the present time in California. On the basis of 2.86 persons per case at the present time in California, the total number of State Homeless individuals now receiving aid in California would be 34,863.

In addition to these, there is an undetermined number of clients (approximately 10,000 families) now on relief who, although they have been in the State of California more than three years, have not established county residence by maintaining one year's continuous physical presence in any one county without relief within the last two years. For this group, the lack of county residence is due to their migratory work, which makes continuous residence in any one county impossible.

The above statistics, although the only available figures, are but a rough estimate of the actual problem as it exists at the present time. During the course of the winter, undoubtedly, the numbers will increase, due to the close of the agricultural working season. In addition, it must be remembered that while the maximum number of state homeless on relief in California at any one time may not exceed thirty-five or forty thousand individuals, the group will be constantly changing and

the total number of persons receiving relief will probably approximate twice that number.

A survey is to be conducted and a more adequate system of recording necessary social information will be established at all county relief offices in order to have available volume and other statistics on this important question.

Movement of Case Load

The average monthly case load for the State of California since November 1, 1934, when the State Relief Administration assumed responsibility for direct relief, has been 237,710 cases. During the same period of time over which this average case load was computed, 317,103 cases were closed throughout California. From these figures it may be determined that the entire case load of the State Relief Administration in California undergoes a complete change every 8.24 calendar months. To what extent these figures may be used to indicate a migratory population is rather difficult to say; certain it is, however, that the figures definitely determine that a large proportion of the relief population is undergoing a constant turnover.

Diving more deeply into the reasons for closing cases, it is found that relief to 17,365 families, or 5.02 per cent of the total was discontinued because they left the county in which they were receiving aid. During this same period 53,170 families or 15.37 per cent of all closings were assigned the reason "Unable to Locate," Allowing one half of the latter figure for error and other reasons, and taking the remaining 7.68 per cent, it is found that an additional 26,585 families were dropped from the relief rolls because they were no longer known in their previous localities. Uniting these two figures, it is found that approximately 44,000 families, or 123,500 individuals, have been living a more or less migratory existence during the past eleven months and for short periods have been dependent upon relief in various counties.

Furthermore, the period of migration was consistent with the seasonal work in the crop areas, which definitely explains the movement itself and the relationship between relief and agriculture. Moreover, it proves that this migratory group seek relief only when work is not available and prefer work to relief, and also that wages in rural work are inadequate for year around maintenance for the workers and their families.

CASES CLOSED DUE TO MIGRATION

Month and Year		State Monthly Case Load	Total Number Closings	Reasons for Closing				
				Unable to Locate		Left County		
				Number	Percentage	Number	Percentage	
November	1934	195,309	24,805	--	--	--	--	*
December	1934	233,388	15,760	--	--	--	--	*
January	1935	265,852	28,626	2,719.47	9.50	764.31	2.67	
February	1935	261,700	30,381	7,917.28	26.06	1,221.31	4.02	
March	1935	258,684	40,279	6,742.70	16.74	1,615.18	4.01	
April	1935	256,225	31,962	6,296.51	19.70	1,387.15	4.34	
May	1935	254,127	36,618	5,587.90	15.26	1,699.07	4.64	
June	1935	234,704	35,456	4,091.62	11.54	2,077.72	5.86	
July	1935	229,379	22,093	2,759.41	12.49	1,440.46	6.52	
August	1935	221,478	21,944	2,962.44	13.50	1,492.19	6.80	
September	1935	203,469	29,179	3,705.73	12.70	1,567.45	6.40	
TOTAL			317,103	42,783.06	15.47	13,264.84	4.80	

* Not available.

In the previous table, it should be noted that from November, 1934, to January, 1935, the season when casual migratory labor is at its lowest ebb, the case load increased 69,043 cases. From the peak load of February the decrease in numbers is graduated as the seasonal labor possibilities increase until, in September, 1935, it has again practically returned to minimum.

It should also be noted that the first large migration begins in the last part of February and continues through March, coinciding with the seasonal increase in agricultural work due to the truck garden harvest in the Imperial Valley. From that time until early winter, the number of cases closed because the clients left the county continued to increase as the demand for seasonal labor throughout California became more insistent. It is felt that the fluctuation of case load shown in the foregoing table definitely indicates a very close relationship between relief and seasonal labor of a migratory nature.

Relief Costs

During the month of August, 1935, the average relief cost per individual for a four-week period was \$17.04 and the average administrative cost per individual was roughly \$2.40, or a total relief and administrative cost of \$19.44. Should direct relief be continued for the entire group of state homeless, exclusive of unattached men now in state camps, on the above basis the cost would approximate \$866,708.96 per month.

However, due to the fact that large numbers of these workers will undoubtedly seek aid in the smaller counties, it is entirely possible that the W.P.A. will be able to absorb them as rapidly as they apply for relief.

The more thickly populated industrial counties present an entirely different problem. With the close of the agricultural season, the migratory worker normally flocks to the industrial centers in the hope that work may be available there during the winter months. For this reason Los Angeles, the Bay Region, San Diego and Sacramento are usually the temporary winter quarters of large numbers of men and women who spend the spring, summer and fall in the agricultural areas of California. This influx places an abnormally large relief burden on these counties, particularly upon the local medical agencies, who are expected to give free care to large numbers of non-resident indigents.

Due to the fact that the public medical facilities are supported entirely from local tax funds, it would seem necessary to institute some form of state aid for those counties which normally bear the burden of the support of the state homeless. This subsidy for medical care, plus the definite acceptance by the State of the responsibility for relief, would make it possible for the industrial counties to adequately handle the existent problem without undue hardships.

Other Agencies Interested

Realizing the magnitude of the problem presented by this migratory group, various State and Federal agencies have attempted to aid in seeking a solution. The Department of Immigration and Housing and the Rural Rehabilitation Division of the Federal Resettlement Administration are helping the two classes involved in the agricultural problem, namely, farm operators and farm laborers.

For the farm laborers, who make up the bulk of the migratory state homeless workers, the Rural Rehabilitation Division of the F.R.A. plans to establish migrant camps and provide small, part-time farms or subsistence acres. One camp has been completed at Marysville in Yuba County, and another camp is in process of completion at Arvin in Kern County. The work is being done through the cooperation of the S.R.A. and at the express invitation and generous cooperation of local authorities. These camps are to be used as shelters while the workers are in the fields and while contributing in a large degree to the economic and social stability of the group involved, it will still be necessary for the State Relief Administration to provide relief after the harvest season. The part-time farms, or subsistence acres, if adequately extended, offer some hope of security for a certain group of rural workers.

Unemployables

A second major problem of the state homeless is that of unemployable families. At the present time, large numbers are receiving relief through the S.R.A. due to the fact that the county welfare departments and the

county medical authorities have refused to extend aid to state homeless cases. The number involved and the approximate cost of this aid has not yet been determined, but some very definite plan, on a state-wide basis, should be worked out for the care of state homeless unemployables, who distinctly are not local problems. Due to the fact that the Attorney General has recently ruled that the funds obtained from the Unemployment Relief Bond Issue may not be used for the care of unemployables, this problem deserves careful consideration and planning.

Unemployable Unattached Men

In the past it has been the policy of the S.R.A. to provide care for unattached employable state homeless men in State Labor Camps, administered through the Transient Service but supported by state or general relief funds. Some such plan should likewise be worked out for the care of unattached unemployable men, although some could be cared for on a domiciled basis.

Due to the fact that a large number of unemployables are not medical cases, the cost of their care in camps would be an inexpensive form of relief and, at the same time, would provide adequate and healthful living accommodations without congregating large groups of unemployables in urban centers. The average cost of care per day per man would not exceed 55 cents, and the total cost for the care of all unattached unemployable state homeless men now on relief rolls would probably not exceed \$10,000.00 per month.

Due to inadequate medical examinations and eligibility rules, it is impossible to determine the exact number of unattached unemployable men now receiving relief through the S.R.A. However, a careful estimate would place their number at not over 700.

With the discontinuance of general relief grants, no funds will be available for the care of the unemployable state homeless.

As the proposed special camps and hospital centers for this group of men are similar in character to those now maintained for unemployable transient men, special funds would have to be provided by the State Treasurer to defray the expenses involved.

State Responsibility

Due to the nature of California's third largest industry, the largest industrial class of the state is prevented from securing either local residence or permanent employment. The relief problem presented by the conditions of a state-wide agricultural system cannot be treated on other than a state-wide basis. The anticipated withdrawal of the Federal Government from the relief field and the announced merger of the present State Relief Administration with the county welfare departments makes the problem of the care of the state homeless one of immediate importance. The ineligibility of this group to local relief and medical

care warrants a state-wide organization for their care or a drastic revision of the residence laws governing the issuance of local relief. Archaic settlement laws and inadequate social legislation should not prevent the extension of adequate care to those persons in the state who are legitimately in need of relief.

PART III

T H E N E X T S T E P S

In this report, an attempt has been made to define and analyze the problems of transients and state homeless in California; to give some account of their nature, extent, and local community coloring; and in addition thereto, to submit some projected plans and costs for the care of the existent and anticipated problems. These measures are necessary first steps, but there are further steps to be taken and these must be presented if we are to adopt a course of action which will provide modern and adequate solutions to the problems of transients and state homeless in this environment.

Our tasks would be relatively simple if we were not confronted from the legal and administrative viewpoints with the principles of local responsibility and legal settlement in all matters relating to public relief and medical care. In California relief and medical care are given by counties only to those who have resided for three years in this state and one year in the respective county. Each county is responsible only for those persons having legal settlement in that county. Therein lies the genus of the problem that makes necessary the establishment of separate lines for relief and care and the many multiple distinctions.

Social workers, of course, believe that the time has come to abolish the pauper laws of the Seventeenth Century and to substitute a Twentieth Century Social Welfare program. The underlying principle of the new Public Welfare program would be that every person in need would be given assistance, whenever and wherever that need existed.

Enlightened social effort should be directed toward the horizon of a Federal Department of Public Welfare with grants in aid to states, and a unifying State Welfare Department and the creation of local Welfare Districts embracing several counties and, in some instances, the larger municipalities. Thus, there would be developed an integrated national and state welfare plan to take care of all needy persons on the only logical basis on which they should be provided for, and that is on the basis of their need for care.

Unfortunately, the abolition of settlement laws and the doctrine of local responsibility is not immediately possible, and practical social workers must reckon with this situation and make the best of it. As long as the Federal and State Governments were willing to accept the major burden of the cost of relief, the problems were not so imminent, but now that the Federal Government seems to be determined to discontinue relief grants to the states it would be well for social workers in California to determine the way ahead, especially with regard to the problems of transients and state homeless.

Program for Transients

Pending the time that settlement laws are modified or abolished, it would seem to be necessary for the Federal Government to continue to provide some grants to states for the care of transients. Those grants, however, would not need to assume the proportions of the funds allocated during the past two years, and policies of care should be greatly modified. For instance, it is believed that every effort should be made to return transients with legal residence to their own communities. Persons without legal residence, however, should be provided for by the Federal Government on the basis of work for employables and direct relief for unemployables.

It is reasonable to assume that if a program of this nature were presented to the Federal Government by the State Relief Commission and proper administrative authorities, that it might have opportunity to progress to consideration by the Federal Government, especially for California, where the problems of transients are related to the climate, agriculture and other local conditions. It seems to be conceded, however, that the Government will not be in a mood to finance a program for transients to the extent of the appropriations required in California during the past two years.

In the administration of a program for transients in California, specialized consideration should be given to the problems of families, unattached women, boys between the ages of sixteen and twenty-one and unemployables; but the underlying distinction in service would be on the basis of legal settlement. Integrated with the program would be the disposition of care only on a strict case work basis and with due regard to local community conditions.

This report embodies the essential facts and scope of the problem plus a statement of possible plans and the costs of administration, thus affording a basis for constituted authorities to present to the Federal Government a request for funds for the care of transients in California predicated on the policies which have been outlined. Thoughtful observers agree that such a step should be taken at once so that ordered and intelligent consideration might be given to the problem, thereby avoiding arbitrary and ill-considered decisions.

Program for State Homeless

The great majority of the state homeless in California are migratory workers in the field of agriculture -- farm laborers who are indispensable to California's seasonal agriculture and the residual group are itinerant industrial workers.

While the present settlement laws and the concurrent theory of local responsibility persist in California, it is apparent that the state homeless should be provided for by the state itself. Particularly

is this the duty of the State of California where the very nature of its industrialized agricultural problem occasions to rural workers the loss of settlement in a particular county.

From the viewpoint of the industry itself, it is urged that surveys be undertaken, with the cooperation of the Federal and State Governments, to study, for example, returns from ranches, cost of production and equitable wage standards for workers. The growers and shippers, also, should organize more effectively to review their problems, such as the control of planting and output, crop diversification, methods of marketing and cooperation with competing areas. A more scientific way must be worked out in the solution of the great problems of agriculture in California, because they involve the social security of a vast number of human beings and the welfare of the State itself.

A state-wide survey of the state homeless in California should be undertaken at once by the State Relief Commission to determine their extents; the nature of the problems involved; geographical locations; industrial, housing, health and educational problems, and other material factors relating to their needs and difficulties. Such a study should be instituted in cooperation with those agencies of the Federal and State Governments now engaged in the field of agriculture and rural rehabilitation.

When the findings of the proposed survey are available and a state-wide program for the care of the state homeless has been carefully considered and finally agreed upon, the next step should be to prepare amendments to the State Welfare Act for submission to the State Legislature in order that necessary legal sanctions would be given for resources and machinery. The legislation proposed should set up modern welfare standards for the care of the state homeless, and should further provide that those chosen for the administration of the program should be selected on the basis of merit and fitness and recognized interest and leadership in social welfare activities without regard to political or religious affiliations.

Under present conditions the state government is the only effective instrument which can provide adequate care for the state homeless so as to insure them protection against the hazards of their economic and social life inherent in their employment in seasonal agriculture in California and which interfere with the normal processes of their self-maintenance.

The Final Word

It is believed by many who have studied the problems of transients and state homeless in California that there are definite ways to meet those social responsibilities which are pressing imperatively for solutions. For the present the State Relief Administration is meeting

the problem but this is but a temporary measure.

Agreement is generally had also that there is need at this time for the State Relief Commission to open conversations and initiate suggestions to the Federal and State Governments, setting forth exactly the problems of transients and state homeless, the plans of care recommended, and a statement of the operating costs, rather than to wait upon the discontinuance of Federal Grants to the States or other contingencies which may arise within and without the state. Necessary data is at hand with regard to every aspect of the problems and further information can be secured if necessary. There will be little excuse for the continuance of a laissez-faire policy or watchful waiting. A public duty must be performed and required charts and plans are available. Out of the present conflicting policies and bewildering procedures, there should emerge statesmen-like proposals from California based upon the acceptance of certain public welfare responsibilities as legitimate and abiding functions of the National and State Governments.

PART IV

PROJECTED PLANS AND COSTS

Proposals for social change must be accompanied by statements of projected costs if it is anticipated that the problems presented are to receive adequate consideration. Acting on this promise, there is submitted in this section statistics as to the extent of the problem of transients and state homeless in California, and anticipated costs of relief and medical care under the policies recommended to be adopted. The presentation is organized on a categorical basis so that the problems in their entirety may be reviewed from an inclusive analysis of each integral part, comparable one to another and to the whole.

This ledger sheet of policies and costs may be developed further or reconsidered in different arrangements, in accordance with the reader's conceptions of the problems involved, the methods of care to be employed and the agencies of government or private philanthropy to be held responsible.

The statistics projected are for a maximum period of 120 days. For these groups which present problems that may be solved in a lesser period, the costs have been projected on the maximum number of days necessary. All costs for state homeless are projected for a 30-day period.

T R A N S I E N T S

A. UNATTACHED EMPLOYABLE TRANSIENT MEN

1. With Legal Residence.

Policy

A distinction must be made between re-applicants and new applicants for aid. A re-applicant is one who was on relief in California prior to September 20, 1935, and therefore eligible to certification to W.P.A. The new applicant is one who received no relief in California prior to September 20, 1935, and consequently is ineligible for certification to W.P.A. in California.

The former group will be retained in camps until absorbed by the W.P.A. program and the latter group will be given every opportunity and incentive to return to their legal residence in order that they may be eligible there for W.P.A. work. Refusal to return should be reviewed by a Difficult Case Committee and appropriate action taken.

Costs

(a) Anticipated Intake.

Number eligible for W.P.A.	2000	
Average number of days care extended	30	
Average daily cost	\$0.47	
Total cost of care		\$28,200.00

Number ineligible to W.P.A.	100	
Average number of days care extended	90	
Average cost of care per day	\$0.47	
Total cost of care		4,230.00

2. Without Legal Residence.

Policy

Those not having legal residence should be accepted for care and placed in camps. The majority of these men will probably be eligible for W.P.A. work in California, and will be continued on direct relief until absorbed in the W.P.A. program. Those not eligible for W.P.A. will be continued on direct relief in camps until such a time as they are able to obtain work in private industry, or until a change in rules concerning W.P.A. certification makes them eligible for W.P.A. work.

Costs

(a) Existent Problem.

Number of men under care	1361	
Average number of days care extended	90	
Average cost of care per day	\$0.47	
Total cost of care		\$58,416.30

(b) Anticipated Intake.

Number eligible for W.P.A.	2000	
Average number of days care extended	30	
Average daily cost	\$0.47	
Minimum total cost		28,200.00

Number ineligible for W.P.A.	2000	
Average number of days care extended	90	
Average daily cost	\$0.47	
Minimum total cost		<u>84,600.00</u>

Total cost of care for employable transient men \$203,646.30

B. UNATTACHED UNEMPLOYABLE TRANSIENT MEN

1. With Legal Residence.

Policy

Unattached unemployable transient men with legal residence, now on relief, will be returned to their homes. New applicants accepted for relief, with legal residence, will likewise be returned.

Costs

(a) Existent Problem:

Number to be returned	229	
Average cost of transportation	\$12.53	
Average number of days care extended prior to return	30	
Average cost per day	\$0.55	
Total cost of care		\$3,778.50
Total cost of transportation		2,869.37
Total cost of care and transportation		<u>\$6,647.87</u>

(b) Anticipated Intake.

Number of men per day	3	
Average number of days care extended	45	
Cumulative cost of care		\$1,707.75
Cost of transportation		1,691.55
Total cost of care and transportation		<u>\$3,399.30</u>

2. Without Legal Residence.

Policy

For unattached unemployable transient men without legal residence, now on relief, continued care will be given in camps in California with Federal funds. All new cases will be cared for in the same manner from general relief funds.

Costs

(a) Existent Problem.

Number of men	246	
Average number of days care extended	90	
Average cost of care per day	\$0.55	
Total cost of care		\$12,177.00

(b) Anticipated Intake.

Number of men per day	2
Average number of days care extended	90
Cumulative cost of care	<u>\$4,504.50</u>

Total cost of care for unattached unemployable transient men with and without legal residence	<u>\$26,728.67</u>
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C. EMPLOYABLE TRANSIENT FAMILIES AND UNATTACHED WOMEN

1. With Legal Residence.

Policy

Transient families and unattached women, receiving aid prior to September 20, 1935, may be certified to W.P.A. This does not mean, however, that there will be any slackening in the effort to return them to their place of legal settlement, where permission to return is granted. Those not eligible to W.P.A. will be returned to their legal residence.

Costs

(a) Existent Problem.

Estimated number of families	1000
Estimated number of women	92
Average number of days care extended	45
Average cost of care per day per family	\$1.50
Average cost of care per day per woman	\$0.61
Total cost of care extended to families	\$67,500.00
Total cost of care extended to women	2,525.40
Average cost of returning a single person	\$12.53
Total cost of returning families (3 per family)	37,590.00
Total cost of returning women	<u>1,152.76</u>
Total cost of care and transportation	<u>\$108,768.16</u>

(b) Anticipated Intake.

Average number of families per day	9
Average number of women per day	2
Average number of days care extended	45
Cumulative cost for families and women	\$15,399.90
Cost of transportation	<u>6,202.35</u>
Total cost of care and transportation	<u>\$21,602.25</u>

2. Without Legal Residence.

Policy

Employable transient families and unattached women without legal residence will be continued on the general relief rolls in California until absorbed by W.P.A. Those not eligible for W.P.A. will be continued on direct relief paid out of general relief funds.

Costs

(a) Existent Problem

Estimated number of families	1423
Estimated number of women	100
Average number of days care extended	120
Average cost of care per day	
per family	\$1.50
Average cost of care per day	
per woman	\$0.61
Total cost of care extended to families	\$256,140.00
Total cost of care extended to women	<u>7,320.00</u>
Total cost of care	\$263,460.00

(b) Anticipated Intake.

Average number of families per day	9
Average number of women per day	3
Average number of days care extended	120
Cumulative cost of care	\$99,338.58

Total cost of all care and transportation of employable transient families and unattached women with and without legal residence.	<u><u>\$493,168.99</u></u>
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D. UNEMPLOYABLE TRANSIENT FAMILIES AND UNATTACHED WOMEN

1. With Legal Residence.

Policy

Unemployable families and unattached women with legal residence will be returned to their homes.

Costs

(a) Existent Problem.

Estimated number of families	234
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Estimated number of women	55
Average number of days care extended	45
Average cost of care per day	
per family	\$1.50
Average cost of care per day	
per woman	\$0.61
Total cost of care extended to families	\$15,795.00
Total cost of care extended to women	1,509.75
Average cost of transportation per individual	\$12.53
Total cost of returning families (3 per family)	8,796.06
Total cost of returning women	<u>689.15</u>
Total cost of care and transportation	\$26,789.96

(b) Anticipated Intake.

Average number of families per day	4
Average number of women per day	1
Average number of days care extended	90
Cumulative cost of care for families and women	\$24,815.70
Cost of transportation	<u>14,660.10</u>
Total cost of care and transportation	\$39,475.80

2. Without Legal Residence.

Policy

Unemployable transient families and women without legal residence will be retained on direct relief in California, supported by Federal funds, until such time as other arrangements are made for their care.

Costs

(a) Existent Problem.

Number of families	270
Number of women	82
Average number of days care extended	120
Average cost of care per day	
per family	\$1.50
Average cost of care per day	
per woman	\$0.61

Total cost of care for families	\$48,600.00
Total cost of care for women	<u>6,002.40</u>
Total cost of care	\$54,602.40

(b) Anticipated Intake.

Average number of families per day	8
Average number of women per day	2
Average number of days care extended	120
Cumulative cost of care for families	\$87,120.00
Cumulative cost of care for women	<u>8,857.20</u>
Total cost of care	\$95,977.20

Total cost of care for unemployable transient families and unattached women with and without legal residence	\$216,845.36
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E. TRANSIENT BOYS (SIXTEEN TO TWENTY-ONE YEARS OF AGE)

1. With Legal Residence.

Policy

Boys having legal residence will be returned to their homes. Should permission not be obtained the boy may be certified for W.P.A. work in California provided that he received relief in California prior to September 20, 1935, or other desirable arrangements may be made for him.

Costs

(a) Existent Problem.

Approximate number of boys	136
Average number of days care extended	40
Average cost of care per day	\$0.60
Total cost of care	\$3,264.00
Cost of transportation	<u>1,704.08</u>
Maximum total cost	\$4,968.08

(b) Anticipated Intake.

Average daily number of new cases	3
Cumulative cost of new cases for 120 days	\$13,068.00
Cost of transportation	<u>4,510.80</u>
Cost of care and transportation	\$17,578.80

2. Without Legal Residence.

Policy

Transient boys without legal residence will be cared for on a community basis until such time as they are able to find employment through the W.P.A., placement in the C.C.C., or in private industry, or until educational or other constructive plans are made for them.

Costs

(a) Existent Problem.

Approximate number of boys	136
Average number of days care extended	120
Average cost of care per day	\$0.60
Cost of administration and social service (Carried under (a) of point 1.)	\$ 0.00
Maximum cost of care	\$9,792.00

(b) Anticipated Intake.

Approximate number of boys	3
Cumulative cost of new cases for 120 days	\$13,068.00

Total administrative cost for all boys for 120 days 6,000.00

Total cost of care and transportation for transient boys with and without legal residence \$51,406.88

F. MEDICAL CARE FOR UNEMPLOYABLE TRANSIENTS

1. Unemployable Unattached Transient Men.

Policy

Unemployable unattached transient men, particularly those without legal settlement, present a serious medical problem due to their number and lack of available medical service.

In order to meet this need, the Transient Service has established three base hospital camps in California, manned by an adequate medical staff to meet all normal needs. In cases of emergency it is necessary to utilize the nearby public hospitals which, in the past, have usually cooperated.

At the present time, however, the counties are objecting to the added expenses involved in giving hospitalization to

transients who have been collected from the entire state and centralized in a comparatively few communities.

In order to obtain adequate medical care and hospitalization in emergencies, it is recommended that an agreement be entered into with the various counties in which transient units are located, providing for their reimbursement for medical care extended to transients. Such a program would provide adequate medical care and eliminate the friction that often arises due to the various interpretations of the welfare laws and hospital charters.

Costs

The present costs of medical care for unattached transient men are as follows:

Expenditures for Medical Salaries, Supplies and Other Expenses Month of September, 1935

	<u>Northern</u> <u>Area</u>	<u>Southern</u> <u>Area</u>	<u>Total</u>
Professional Medical Salaries	\$887.52	\$2,500.65	\$3,388.17
Other Medical Salaries	490.81	599.45	1,090.26
Drugs and Medical Supplies	255.66	590.33	845.99
Private Physicians Fees	12.98	13.75	26.73
Private Dentists Fees	10.40	78.50	88.90
Other Medical Care	1.44	85.31	86.75
Appliances	20.67	125.30	145.97
 TOTAL	 <u>\$1,679.48</u>	 <u>\$3,993.29</u>	 <u>\$5,672.77</u>

In addition to the above costs, which will remain fairly static in the months to come, reimbursements to local hospitals should be made on the basis of service rendered. The total monthly cost of such service should not exceed \$500.00 per month, making a total monthly expenditure of \$6,172.78 for all medical and hospital care.

2. Unemployable Transient Families and Unattached Women.

Policy

Unemployable transient families and unattached women present a somewhat similar problem, different in only one essential, i.e., they are locally distributed throughout the state and no attempt has been made to congregate them in restricted areas.

In the past their medical care has been provided for through the utilization of private physicians at special fees agreed upon between the S.E.R.A. and Medical Associations. However, no adequate provision has been made for hospitalization in cases of emergencies. To anticipate these emergencies, it is recommended that an agreement be reached with the various counties whereby county hospitals may be used and the county reimbursed for the expenses incurred.

3. Unemployable Transient Boys.

Unemployable transient boys should be cared for on the same basis as unemployable men, i.e., in the three transient base hospitals when possible and in county hospitals when emergencies arise.

S T A T E H O M E L E S S

A. UNATTACHED MEN

Policy

Care for unattached state homeless men in California should be continued on the present camp basis. This care will undoubtedly be temporary in nature, due to the fact that the W.P.A. program will rapidly absorb the largest majority of them within the near future.

Costs

(a) Camp Maintenance.

Number of men in camp	2,319	
Average daily cost per man	\$0.49	
Total cost camp maintenance per month (30 days)		\$34,089.30
Cash relief - 2,319 men @ \$4.50 per month		10,436.50
Total cost camp maintenance plus cash relief		\$44,524.80

(b) General Relief.

Number of men on general relief	2,600	
Average monthly cost per man	\$17.04	
Total Monthly cost		\$44,304.00
Total cost of care for unattached state homeless men		<u>\$88,828.80</u>

B. FAMILIES AND UNATTACHED WOMEN

Policy

Care for state homeless families and unattached women should be continued on the present general relief basis, the necessary funds to be taken from the general relief grants of the Federal Government, and if and when these are discontinued, funds obtained from the State Unemployment Relief Bond issue.

Costs

Number of families (estimated)	20,000	
Cost of relief per 4-weeks period per family	\$42.00	\$840,000.00
Number of unattached women	1,274	
Cost of relief per 4-weeks period per woman	\$17.04	<u>26,708.96</u>
Total cost of relief for families and unattached women per 4-weeks period		\$866,708.96
Total cost of relief of state homeless in California per 4-weeks period		<u>\$955,537.76</u>

C. MEDICAL CARE

Policy

Medical care for all state homeless on general relief will be provided for by the regular panel physician system of the S.R.A. In cases of emergency, county hospital facilities should be used and the county reimbursed from state funds for the additional expense.

Costs

Number of persons on relief	20,000	
Per capita cost of medical care (average)	\$0.2246	
Estimated total cost of medical care per month		\$4,492.00

Medical care for unattached state homeless men in camps will be provided for by first aid men, area physicians and, when necessary, by panel physicians to answer emergency calls.

Costs

Number of men in camps	2,319	
Per capita cost of medical care	\$0.045	
Total cost of medical care for camps per month		\$104.35

Total cost of all medical care for state homeless (not including reimbursements to counties)		\$ 4,596.35
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R E C A P I T U L A T I O N

O F C O S T S

T R A N S I E N T S

Maximum of 120 Days

Unattached Employable Transient Men	\$199,839.30
Unattached Unemployable Transient Men	26,728.67
Employable Transient Families and Unattached Women	493,168.99
Unemployable Transient Families and Unattached Women	216,845.36
Transient Boys	51,406.88
Medical Costs, All Transients	<u>34,228.08</u>
TOTAL	\$1,022,217.28

S T A T E H O M E L E S S

Maximum of 30 Days

Unattached Men	\$88,828.80
Families and Unattached Women	955,537.76
Medical Care (Estimated)	<u>5,539.55</u>
TOTAL	\$1,049,906.11